

Mass Care 7-X2, Feeding and Hydration Support

Primary Agency: American Red Cross (Red Cross)

Support Agencies: Illinois Board of Higher Education (IBHE)
Illinois Department of Corrections (IDOC)
Illinois Department of Human Services (IDHS)
Illinois Department of Public Health (IDPH)
Illinois Department of Veterans' Affairs (IDVA)
Illinois Emergency Management Agency (IEMA)
Illinois State Board of Education (ISBE)
The Salvation Army (TSA)
Illinois Voluntary Organizations Active in Disasters (VOAD)
Illinois Emergency Services Management Agency (IESMA)

I. Introduction

A. Purpose

1. Provide operational guidance, coordination, processes and strategies for implementation of state support to feeding and hydration operations.

B. Scope

1. This appendix builds upon concepts and guidance provided in IEOP Annex 7, Mass Care.
2. This appendix addresses support to feeding and hydration operations through the utilization of local, state, federal, private sector and non-governmental (NGO) capabilities.
3. For the purposes of this appendix, the term "feeding" will include hydration unless otherwise specified. Disasters may necessitate feeding and hydration, or only one of the two.
4. This appendix addresses support to feeding operations through the utilization of state capabilities.
5. This appendix addresses feeding operations throughout response and recovery.
6. For the purposes of this appendix, the state support to feeding and hydration operations includes the provisions of and support to all systems of food distribution, including:
 - a) Mobile feeding
 - b) Fixed site community feeding
 - c) Fixed site shelter feeding
 - d) Targeted distribution
7. This appendix does not address the following:

- a) Feeding and hydration support for household pets and service animals, see IEOP Annex 7 Mass Care, Appendix 7-X6 Animal Welfare.
- b) Feeding and hydration support for livestock, see IEOP Annex 14 Agriculture and Natural Resources, and Appendix 14-X2 Animal Welfare.
- c) Donations Management, see IEOP Annex 21, Volunteer and Donations Management.
- d) Procurement of all resources, see IEOP Annex 9, Resource Management and Logistics.

C. Policy

- 1. All policies identified in IEOP Annex 7, Mass Care remain in effect.
- 2. State support to feeding operations will address populations with specific dietary requirements.
- 3. State support to feeding operations will require safe and sanitary food practices within those operations, including inspections of kitchens and food supplies and safe food handling practices.

D. Situation Overview

- 1. A disaster has occurred, disrupting the populations' ability to adequately feed and/or hydrate themselves, either through evacuation or damage to homes and infrastructure.
- 2. Responding Authorities Having Jurisdiction (AHJs) and other organizations require state support to meet the needs.

E. Assumptions

- 1. AHJs, NGOs, faith-based, voluntary and community-based organizations will implement feeding operations both independently and in coordination with partners.
- 2. Operations will be more effective and efficient with multi-agency coordination and sustainment plans.
- 3. Delays in operations and supply routes will necessitate AHJs to self-sustain.
- 4. Significant overlap will occur with feeding operations.
- 5. Populations seeking shelter within or outside of disaster area will arrive with minimal, if any, food and water.

6. Utility outages will cause an increased demand for prepared and shelf-stable meals.
7. Utility outages will impact how food is prepared and stored, and will cause existing food stocks to be rapidly depleted.
8. Emergency refrigeration and freezer capability will be required.
9. Organizations managing feeding operations will be responsible for coordinating necessary access and functional needs support services.
10. Mutual aid assistance will be available.
11. Resources will be limited by location, training and operational readiness.
12. Local AHJs will provide guidance on the distribution of meals within the jurisdiction.
13. Feeding requirements will vary over time.
14. Specialized staff and licenses will be required for feeding operations, including safe food handling licenses.

II. Concept of Operations

A. General

1. Local AHJ(s) have primary responsibility for feeding operations.
 - a) State support will be done to assist AHJ operations and priorities.
2. Requests for state support will be directed through the State Emergency Operations Center (SEOC).
3. State support is based on resource availability, capability, capacity and prioritization of effort through established plans, policies and procedures.
4. Commercial facilities will be incorporated into feeding operations as available and appropriate.
5. Verification that feeding needs of affected communities have been met will be identified by the SEOC in coordination with whole community partners.
6. Public notification will occur prior to beginning and ending feeding operations through AHJ or State Public Information Officer (PIO), in accordance with IEOP Annex 5, External Affairs.

- a) Public messaging should be done through multiple media types to reach the whole community, as applicable to the scope of the operation.
- b) Resource suppliers and support vendors will be notified of pending closure of operations.

B. Operational Priorities

- 1. Priorities will be established in coordination with needs identified by AHJ(s). Priorities should include considerations to:
 - a) Safety of responders and the target population.
 - b) Availability of locally procured resources.
- 2. The SEOC will establish additional priorities for consolidation and/or closing of feeding operations:
 - a) Level of restoration/reliability of critical lifeline infrastructure; and
 - b) Ability of affected population to procure and prepare their own food.

C. Organization

- 1. Direction, Coordination and Control
 - a) State agencies and external organizations retain operational control of resources.
 - b) The governor or designee has the authority to exercise overall coordination of resources belonging to the state or use directive authority.
 - c) The SEOC is the single point of coordination for state-supported feeding operations.
- 2. Coordinating Elements
 - a) AHJ and Partner organizations will determine their mass care requirements and then coordinate with SEOC for state-provided support to limit duplication of efforts.
 - 1) Coordination will occur between fixed-site emergency supply distribution, mobile feeding operations and mobile supply distribution.
 - b) The Business Emergency Operations Center (BEOC) will coordinate with private sector food service and retail establishments to identify functioning locations and support the restoration of critical lifeline infrastructure.

- c) Element Specific Support Function (ESSF) – Mass Care will be activated at the direction of the SEOC manager.
 - 1) A subunit specifically for feeding support may be created under, or instead of, the entire Mass Care ESSF.
 - 2) Strategic and operational guidance on ESSF operations can be found in IEOP Base Plan, Appendix 4, Element Specific Support Function Coordination and Management.

2. Federal Coordination

- a) In a presidentially declared disaster, or when deemed necessary by ISBE, ISBE will coordinate with the USDA's Food and Nutrition Service (FNS) Regional Office to identify and obtain commodity food and infant feeding resources under Emergency Support Function #11 of the National Response Framework. ISBE, as the USDA State Distributing Agency, as the authority to release commodities for the following:
 - 1) Congregate feeding for as long as needed, with FNS guaranteeing replacement of commodities used; and
 - 2) Disaster Household Distribution, which will require advance USDA FNS approval.
- b) IDHS will coordinate with the United States Department of Health and Human Services to identify the applicability and availability of the Disaster Supplemental Nutrition Assistance Program (D-SNAP) and obtain approval for implementation from USDA's FNS.
- c) SEOC liaison officers (LNOs), state agencies, boards and commissions will coordinate with federal counterparts in accordance with enabling authority.

D. System Capabilities and Structure

- 1. State and voluntary agencies have a variety of contracts and purchasing agreements with commercial food vendors that may be activated.
- 2. State and voluntary agencies will activate memoranda of understanding with the state's network of foodbanks.
- 3. The Red Cross and its partner organizations maintain mobile feeding resources including mobile canteen units and mobile kitchens, both locally and nationally.
- 4. Common Feeding Methods

- a) Commercial Feeding
 - 1) Delivery or service of commercially prepared food procured through contracts or agreements with private facilities.
- b) Fixed Feeding
 - 1) Distribution of prepared food from a temporary or permanent fixed location.
 - 2) Site may be walk in and sit down or drive-through only.
 - 3) Points of Distribution (PODs) may distribute basic food and water along with their life-essential, comfort, and clean-up supplies.
 - 4) Feeding at shelters is designated and resourced for shelter residents and staff only unless otherwise decided.
- c) Mobile Feeding – Community Routes
 - 1) Delivery of food and water using a van, truck or other vehicle on a designated route.
 - 2) May be carried out in coordination with other distribution operations.
- d) Mobile Feeding - Targeted
 - 1) Delivery of food directly to residents' homes who are identified as being unable to reach PODs or other supply sites.
- e) Responder Feeding
 - 1) Feeding responders is the role of the issuing agency unless otherwise coordinated.
 - 2) Conducted in accordance with IEOP Annex 9, Resource Management and Logistics.

B. Resource and Logistical Support Requirements

- 1. Resources and logistics support necessary to implement and sustain capabilities will be provided through processes established in IEOP Annex 9, Resource Management and Logistics.
 - a) Additional support may be provided through the Emergency Management Assistance Compact (EMAC), the federal government or private sector.

2. Personnel

- a) State support to staffing requirements will be met through state agencies, activation of mutual aid agreements, EMAC, service contracts and utilization of spontaneous volunteers.
 - 1) All assigned staff will be trained to assigned missions and, to the extent possible, made aware of potential risks involved.

3. Facilities

- a) Feeding operations facility requirements will be met through activation of state facilities, mutual aid agreements, service contracts and utilization of donated space and accommodations

III. Roles and Responsibilities

A. American Red Cross (Red Cross)

- ___ 1) Coordinate with American Red Cross Disaster Response Operation leadership to determine necessity of, identify and coordinate feeding operations.
- ___ 2) Coordinate Red Cross feeding operations with primary and support agencies conducting state mass care.
- ___ 3) Coordinate with SEOC liaison officers (LNOs) for state agency resourcing and support in accordance with support agency roles and responsibilities and based on scope and magnitude of event.
- ___ 4) Coordinate with resource providers as necessary, including:
 - ___ a) Commercial procurement
 - ___ b) National vendor contracts
 - ___ c) State agency vendor contracts
 - ___ d) USDA commodity support
 - ___ e) Donated commodities
- ___ 5) Coordinate and disseminate public information, crisis communications, educational messaging with SEOC public information officer (PIO) and Red Cross PIO.
- ___ 6) Coordinate licensure requirements and possible waivers for feeding operations.
- ___ 7) Coordinate public health inspection of feeding operations facilities.
- ___ 8) Coordinate provisions for functional needs support services within Red

Cross facilities with primary and support agencies conducting state mass care.

- ___ 9) Coordinate collection, receipt, compilation and development of situational reports on feeding operations.
- ___ 10) Provide just-in-time-training and site-specific training to Red Cross personnel assigned responsibilities, missions and tasks.
- ___ 11) Coordinate notification, activation and deployment of personnel and equipment in support of state-approved feeding operations.

B. Illinois Board of Higher Education (IBHE)

- ___ 1) Identify colleges and universities available for use in coordination with the SEOC Red Cross LNO.
- ___ 2) Provide estimates of food availability for feeding operations to the SEOC.
- ___ 3) Identify personnel from colleges and universities available to assist in feeding operations.
- ___ 4) Coordinate notification, activation and use of colleges and universities and personnel required for feeding operations as directed by the SEOC manager.
- ___ 5) Coordinate JITT with colleges and universities providing personnel support and feeding facilities.
- ___ 6) Monitor and advise the SEOC on sustainment requirements for colleges and universities providing feeding support.

C. Illinois Department of Corrections (IDOC)

- ___ 1) Identify correctional institutions available for use in coordination with the SEOC Red Cross LNO.
- ___ 2) Identify correctional institution personnel with specialized skills (e.g., food service staff, foreign language interpreters, mental health personnel, health care personnel and logistics staff) available to assist in feeding operations.
- ___ 3) Coordinate notification, activation and use of correctional institutions and personnel required for feeding operations as directed by the SEOC manager.
- ___ 4) Identify the need for feeding support at correctional institutions.
- ___ 5) Identify correctional institutions' capability and capacity for meal preparation.
- ___ 6) Determine quantity, type and sustainment capability for meal

production, including specialized dietary considerations.

- ___ 7) Obtain meal production requirements from SEOC Red Cross LNO.
- ___ 8) Identify and obtain credentials of receiving agents.
- ___ 9) Coordinate distribution schedule and location, including possible delivery support, with participating agencies and organizations.
- ___ 10) Determine resupply and sustainment requirements. Resources for resupply would include the following:
 - ___ a) State vendor contracts
 - ___ b) Commercial procurement
 - ___ c) USDA commodity support
 - ___ d) Donated commodities
- ___ 11) Identify offender crews available for deployment in support of feeding operations as necessary and appropriate.
- ___ 12) Coordinate JITT with correctional institutions providing personnel support and feeding facilities.
- ___ 13) Monitor and advise the SEOC on sustainment requirements for correctional institutions providing feeding operations support.

D. Illinois Department of Human Services (IDHS)

- ___ 1) Identify the need for and coordinate Supplemental Nutrition Assistance Programs (SNAP) and D-SNAP programs.
- ___ 2) Identify IDHS facilities available for use in coordination with the SEOC Red Cross LNO.
- ___ 3) Identify IDHS personnel available to assist in feeding operations.
- ___ 4) Coordinate notification, activation and use of IDHS facilities and personnel required for feeding operations as directed by the SEOC manager.
- ___ 5) Identify the need for feeding support at IDHS facilities.
- ___ 6) Coordinate feeding operations requirements with the SEOC Red Cross LNO.
- ___ 7) Coordinate JITT with IDHS facilities providing personnel support and feeding facilities.
- ___ 8) Monitor and advise the SEOC on sustainment requirements for IDHS facilities providing feeding operations support.

E. Illinois Department of Public Health (IDPH)

- ___ 1) Assist IEMA with the procurement of potable water, ice and portable toilets.
- ___ 2) Advise the public on the treatment and processes for emergency hauling, handling or disinfection of drinking water.
- ___ 3) Support local health department (LHD) food inspection efforts and provide technical consultation, as needed.
- ___ 4) Upon request, assist LHDs with foodborne illness investigations or other food-related emergencies.
- ___ 5) Provide environmental laboratory services to ensure the safety of foods, milk and other dairy products.

F. Illinois Department of Veterans' Affairs (IDVA)

- ___ 1) Identify IDVA facilities available for use in coordination with the SEOC Red Cross LNO.
- ___ 2) Identify IDVA personnel available to assist in feeding operations.
- ___ 3) Coordinate notification, activation and use of IDVA facilities and personnel required for feeding operations as directed by the SEOC manager.
- ___ 4) Identify IDVA facility capability and capacity for meal preparation.
- ___ 5) Identify the need for feeding support at Illinois Veterans' Homes.
- ___ 6) Determine quantity, type and sustainment capability for meal production, including specialized dietary considerations.
- ___ 7) Obtain meal production requirements from SEOC Red Cross LNO.
- ___ 8) Identify and obtain credentials of receiving agents.
- ___ 9) Coordinate distribution schedule and location, including possible delivery support, with participating agencies and organizations.
- ___ 10) Determine resupply and sustainment requirements. Resources for resupply would include:
 - ___ a) State vendor contracts
 - ___ b) Commercial procurement
 - ___ c) USDA commodity support

___ d) Donated commodities

___ 11) Coordinate JITT with IDVA facilities providing personnel support and feeding facilities.

___ 12) Monitor and advise the SEOC on sustainment requirements for IDVA facilities providing feeding operations support.

A. Illinois Emergency Management Agency (IEMA)

___ 1) SEOC Manager

___ a) Coordinate with SEOC liaisons, internal and external organizations and whole community partners in support of feeding operations.

___ b) Assist in the identification, acquisition, timely distribution and accounting of services, equipment and materiel in support of resource requests.

___ c) Establish and direct ESSFs required for strategic planning and coordination of state-supported feeding operations.

___ d) Establish incident management systems and assign coordinating elements for personnel and resources deployed by or on behalf of the state.

___ e) Ensure continuity of operations for maintenance and sustainment of feeding operations.

___ f) Coordinate and direct transitions between short, intermediate and long-term recovery; establish priorities for resources and services; and provide guidance on feeding operations.

___ g) Coordinate with the SEOC private sector LNO to develop and disseminate updates, briefings and intelligence to the private sector

___ h) Coordinate with the SEOC voluntary agency LNO for the integration of volunteer and donations management support into shelter feeding operations.

G. Illinois State Board of Education (ISBE)

___ 1) Identify public schools available for use in coordination with the SEOC Red Cross LNO.

___ 2) Identify personnel from public schools available to assist in feeding operations.

___ 3) Coordinate notification, activation and use of public schools and personnel required for feeding operations as directed by the SEOC manager.

- ___ 4) Coordinate JITT with public schools providing personnel support and feeding facilities.
- ___ 5) Monitor and advise the SEOC on sustainment requirements for public schools providing feeding operations support.
- ___ 6) Coordinate with the SEOC Red Cross LNO to identify the need for USDA commodity support.
- ___ 7) Provide estimates of food availability and product requirements for feeding operations to the SEOC.
- ___ 8) Provide inventory lists of food immediately available for use to the SEOC Red Cross LNO.
- ___ 9) At the request of the SEOC manager, coordinate the procurement of food from existing USDA stocks in the possession of local schools or other agencies, state agencies responsible for distribution of USDA commodities to schools and state warehouses.
- ___ 10) At the request of the SEOC manager, initiate procurement requests for food stocked in USDA controlled warehouses.
- ___ 11) Monitor and advise the SEOC on sustainment requirements for USDA commodity foods support.

H. The Salvation Army (TSA)

- ___ 1) Coordinate with Salvation Army Disaster Response Operation leadership to determine necessity of, identify and coordinate feeding operations.
- ___ 2) Coordinate Salvation Army feeding operations with primary and support agencies conducting state mass care.
- ___ 3) Coordinate with SEOC Liaison Officers (LNO's) for state agency resourcing and support in accordance with support agency roles and responsibilities and based on scope and magnitude of event.
- ___ 4) Coordinate with resource providers as necessary, including:
 - a. Commercial procurement
 - b. National vendor contracts
 - c. State agency vendor contracts
 - d. USDA commodity support
 - e. Donated commodities
- ___ 5) Coordinate and disseminate public information, crisis communications, educational messaging with SEOC public information officer (PIO) and Salvation Army PIO.

- ___ 6) Coordinate licensure requirements and possible waivers for feeding operations.
- ___ 7) Coordinate public health inspection of feeding operations facilities.
- ___ 8) Coordinate provisions for functional needs support services within Salvation Army facilities with primary and support agencies conducting state mass care.
- ___ 9) Coordinate collection, receipt, compilation and development of situational reports on feeding operations.
- ___ 10) Provide just-in-time training and site-specific training to Salvation Army personnel assigned responsibilities, missions and tasks.
- ___ 11) Coordinate notification, activation and deployment of personnel and equipment in support of state-approved feeding operations.
- ___ 12) Coordinate water and ice provision with IDPH.
- ___ 13) Provide Emotional and Spiritual Care Specialists on Mobile and at Fixed Feeding sites.
- I. Voluntary Organizations Active in Disasters (VOAD)
 - ___ 1) Coordinate feeding and hydration operations done by VOAD members to limit duplication of efforts.
 - ___ 2) Maintain situational awareness and information sharing with the SEOC.
- J. Illinois Emergency Services Management Association (IESMA)
 - ___ 1) Coordinate SEOC requests for personnel and resources to augment feeding operations with Red Cross SEOC LNO.
 - ___ 2) Coordinate the notification, activation, deployment, coordination and implementation of Emergency Management Assistance Teams and Incident Management Teams as requested by the SEOC manager.
 - ___ 3) Establish and support ESSF-Feeding Support strategic operations as directed by the SEOC manager in coordination with the SEOC Red Cross LNO.
 - ___ a) Coordinate the collection, analysis and dissemination of ESSF-Feeding Support disaster intelligence and provide situation reports to the SEOC manager.
 - ___ b) Coordinate resource management requests for ESSF-Feeding Support with the SEOC to fulfill logistical requirements.
 - ___ c) Develop strategic action plans for support and sustainment of ESSF-Feeding Support and sheltering operations.
- K. Other Agencies: General Requirements

- ___ 1) At the request of the SEOC manager:
 - ___ a) Identify resources, facilities and personnel available to assist in feeding operations.
 - ___ b) Coordinate notification, activation and deployment of resources, facilities and personnel available to assist in feeding operations.
 - ___ c) Monitor and advise the SEOC on sustainment requirements for resources, facilities and personnel providing feeding operations support.

IV. Authorities and References

A. Authorities

1. All authorities found in IEOP Annex 7, Mass Care
2. Illinois Compiled Statutes 410 ILCS 625, Food Handling Regulation Enforcement Act, as amended.
3. Illinois Compiled Statutes 410 ILCS 635, Illinois Grade A Pasteurized Milk and Milk Products Act, as amended.
4. Illinois Compiled Statutes 410 ILCS 650, Sanitary Food Preparation Act, as amended.
5. Illinois Compiled Statutes 410 ILCS 655, Safe Bottled Water Act, as amended.
6. Illinois Administrative Code, 77 Ill. Admin. Code 750, Food Service Sanitation Code, as amended.
7. United States Code, 7 U.S.C. 1431, The Agricultural Act of 1949, Section 416, as amended.
8. United States Code, 7 U.S.C. 2011, The Food Stamp Act of 1964, as amended.

B. References and Resources

1. USDA Food and Nutrition Service, USDA Foods Program Disaster Manual, as amended (hyperlink found at [USDA Foods Program Disaster Manual](#)).